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ABSTRACT

This monograph provides information on the State Advisory Councils on Vocational Education (SACVE) mandated by the Vocational Education Act of 1963, as amended in 1968. Section I discusses the SACVE and its responsibilities. Section II focuses on the increased emphasis and added responsibilities given to the SACVE under the Vocational Education Amendments of 1976. Membership categories for SACVEs are listed. Guidelines for SACVE organization and operation, staff responsibilities, and responsibilities of the fiscal agent are also detailed. Section III describes the activities of the SACVE, including the five-year plan, annual program plan, accountability report, policy matters of program administration, state evaluation, SACVE evaluations, annual evaluation report, data from other sources, public hearing, local advisory councils, and technical assistance to local advisory councils. (YLB)

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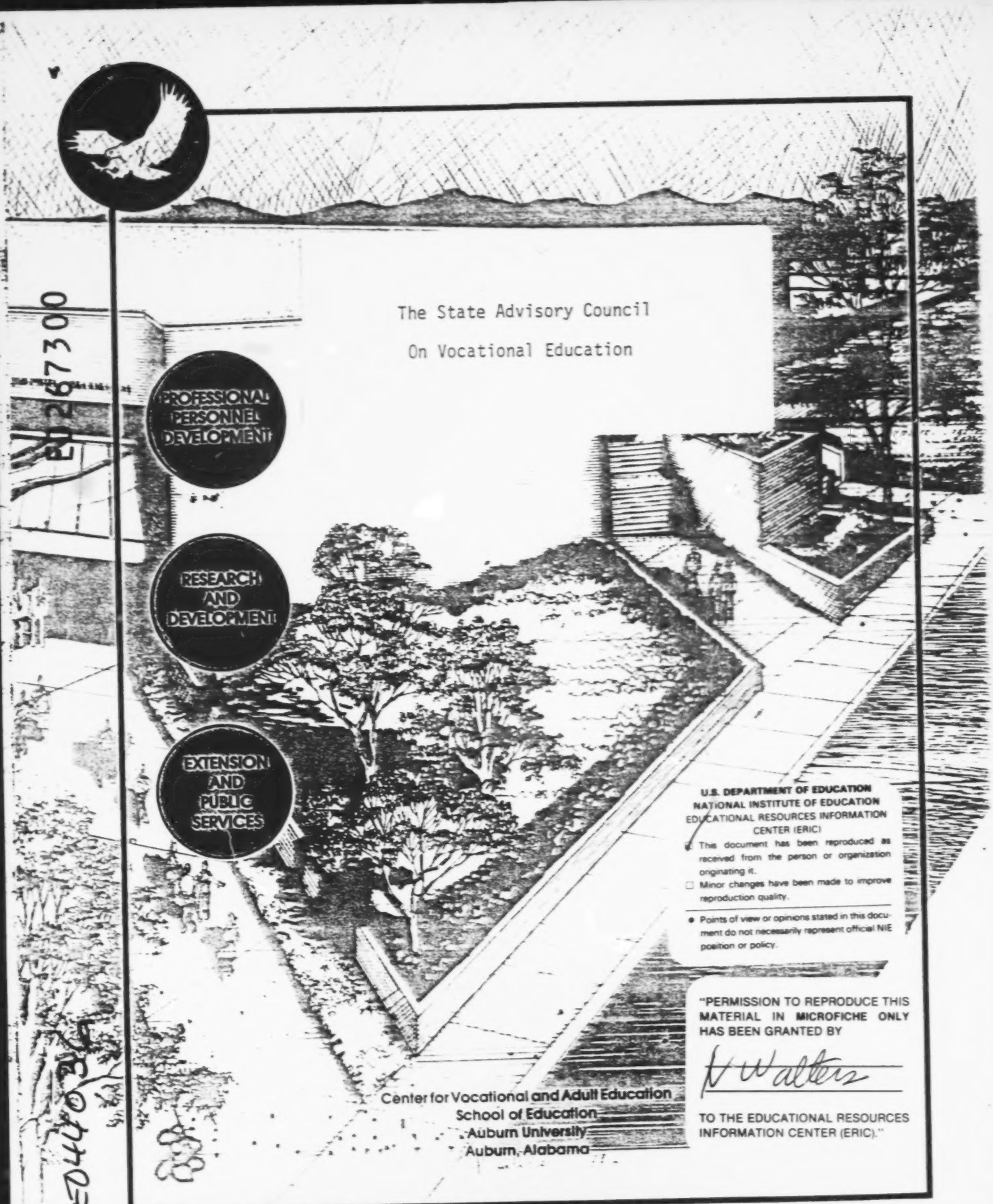

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The State Advisory Council on Vocational Education

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The State Advisory Council and Its Role in Vocational Education

The Vocational Education Act of 1963, as amended in 1968, provided for the establishment of a National Advisory Council on Vocational Education (NACVE), and required that each state wishing to receive funds under that Act establish a State Advisory Council on Vocational Education (SACVE). This was a means of infusing citizen participation into vocational education (Public Law No. 88-210, 1963, Public Law No. 9-576, 1968).

The State Advisory Councils were given the following responsibilities:

1. advise the State board on the development of any policy matters arising in the administration of the State plan submitted pursuant to part B of this title, including the preparation of long-range and annual program plans pursuant to paragraphs (4) and (5) of section 123(a);

2. evaluate vocational education programs, services, and activities assisted under this title, and publish and distribute the results thereof; and

3. prepare and submit through the State board to the Commissioner and to the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the

program objectives set forth in the long-range program plan and the annual program plan provided for in paragraphs (4) and (5) of section 123(a), and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluations.

The law further provided that State plans (also a requirement for receipt of federal funds) were eligible for approval by the U.S. Commissioner of Education only if they were prepared in consultation with the State Advisory Councils.

The legislation supplied the Councils with their own operating funds to ensure their financial independence from the Department of Education and established specific categories for their membership. The categories were grouped into four areas:

1. representatives of business, labor, industry, and the general public,

2. a number of persons familiar with the administration of vocational education programs but not actually involved in it,

3. representatives of educational agencies where vocational education is taught, and

4. representatives of comprehensive area manpower planning system of the state (1).

Congressman Albert Quie, William Steiger and Lloyd Meeds summed up in a letter, April 30, 1973 to the Secretary of Health, Education and Welfare, the intent of Congress with respect to vocational advisory councils:

We strongly believe that independent lay advisory councils, at both the national and state levels, infusing the views and perspectives of business, labor, and the general public into the educational process, are especially important in the area of vocational education. They provide advice to both the educational administrators and to Congress which cannot be furnished by professional educators.

The State Advisory Council was given an expanded role in vocational education with the Vocational Education Amendments of 1976 (Public Law No. 94-482, 1976).

Vocational Education Amendments of 1976 (P.L. 94-482)

The State Advisory Council was given increased emphasis and added responsibilities under the Vocational Education Amendments of 1976.

In the Declaration of Purpose, the 1976 Act states that: the purpose of the State Advisory Council is to assist States in improving planning by the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the State in the development of the vocational education plans.

The State Advisory Council, itself a body representing "a wide range of agencies and individuals," was broadened in its membership categories and given additional responsibilities.

Membership categories for State Advisory Councils under the 1976 legislation are as follows:

1. represent, and are familiar with, the vocational needs and problems of management in the State;

2. represent, and are familiar with, the vocational needs and problems of labor in the State;

3. represent, and are familiar with, the vocational needs and problems of agriculture in the State;

4. represent State industrial and economic development agencies;

5. represent community and junior colleges;

6. represent other institutions of higher education, area vocational schools, technical institutes, and post-secondary agencies or institutions which provide programs of vocational or technical education and training;

7. have special knowledge, experience, or qualifications with respect to vocational education but are not involved in the administration of State or local vocational education programs;

8. represent, and are familiar with, public programs of vocational education in comprehensive secondary schools;

9. represent, and are familiar with nonprofit private schools;

10. represent, and are familiar with, vocational guidance and counseling services;

11. represent State correctional institutions;

12. are vocational education teachers presently teaching in local educational agencies;

13. are currently serving as superintendents or other administrators of local educational agencies;

14. are currently serving on local school boards;

15. represent the State Manpower Services Council established pursuant to section 107 of the Comprehensive Employment and Training Act of 1973;

16. represent school systems with large concentrations of persons who have special academic, social, economic, and cultural needs and of persons who have limited English-speaking ability;

17. are women with backgrounds and experiences in employment and training programs, and who are knowledgeable with respect to the special experiences and problems of sex discrimination in job training and employment and of sex stereotyping in vocational education, including women who are members of minority groups and who have, in addition to such backgrounds and experiences, special knowledge of the problems of discrimination in job training and employment against women who are members of such groups;

18. have special knowledge, experience, or qualifications with respect to the special education needs of physically or mentally handicapped persons;

19. represent the general public, including a person or persons representing and knowledgeable about the poor and disadvantaged; and

20. are vocational education students who are not qualified for membership under any of the preceding clauses of this paragraph (Public Law No. 94-482, 1976).

The expanded mandate of the State Advisory Councils under the 1976 Act reads as follows:

(d)(1) Each State advisory council shall advise the State board in the development of the five-year State plan submitted under section 107 and the annual program plan and accountability report submitted under section 108 and shall advise the State board on policy matters arising out of the administration of programs under such plans and reports.

(2) Each State advisory council shall also evaluate vocational education programs, services, and activities assisted under this Act, and publish and distribute the results thereof.

(3) Each State advisory council shall prepare and submit to the Commissioner and to the National Advisory Council created under section 162, through the State board, an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (A) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program goals set forth in the five-year State plan submitted

under section 107 and the annual program plan and accountability report submitted under section 108, including a consideration of the program evaluation reports developed by the State pursuant to section 112 and of the analysis of the distribution of Federal funds within the State submitted by the State board pursuant to section 108, and (B) recommends such changes in such programs, services, and activities as may be deemed necessary.

(4)(A) Each State advisory council shall identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State and assesss the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs; and (B) commen, at least once annually, on the reports of the State Manpower Services Council, which comments shall be included in the annual report submitted by the State advisory council pursuant to this section and in the annual report submitted by the State council pursuant to section 107 of the Comprehensive Employment and Training Act of 1973.

In addition, a representative of the State Advisory Council must be included in the formulation of the five-year State plan and the annual program plan and accountability report under Sections 107 and 108. Under the 1976 Act, the State Advisory Council must also assist the State Board in developing the

State evaluation plans, required for the first time by the 1976 legislation, and to monitor these evaluations. This law also required that any local recipient of federal funds establish a Local Advisory Council, and that the State Advisory Council assist in the establishment and operation of such councils upon request.

Thus, the responsibilities of the State Advisory Council have increased in terms of State planning, vocational education needs assessment, evaluation, and provision of leadership. The responsibilities, function, and operation of the SACVEs are explained in the following section.

Organization and Operation

The SACVE must be organized and operated according to certain guidelines.

1. The state wishing to receive funds under the Act must establish a State Advisory Council on Vocational Education.

2. Members must be appointed by the Governor, or in states where members of the State Board of Education are elected by the State Board. In order for appointment power to be vested in the State Board, the majority of members must be elected by State Legislature, by popular election, or by districts.

3. The State must certify to the U.S. Commissioner of Education the establishment of its State Advisory Council on Vocational Education not less than 90 calendar days prior to the beginning of each fiscal year.

4. Members must be appointed for 3 year terms (except for FY 1978 - a third was appointed for a one year term - a third for a 2 year term - and a third for 3 year terms). A third of the terms expires each year.

5. The chairperson in some state councils is a noneducator to avoid conflict of interest. If an educator is elected, usually a business representative is elected vice-chairperson.

6. About the only other committee, based on mandate, include an evaluation and a State Plan Committee.

7. The Council is allowed to determine its own rules in terms of operational procedures, staffing, and meetings. Bylaws are established to address frequency, time, place and manner of meetings, structure, definition of quorum, approval of business council policies with respect to staff and procedures for financial compensations.

Staff Activities

The law provides that each Advisory Council is authorized to establish whatever staff it needs to carry out its functions, so long as it does not hire anyone working for the state board, and to contract for whatever services it needs independent of any control of the state. Most Councils employ a full-time executive director to carry out the functions of the Council.

The following have been identified by State Advisory Councils as responsibilities of the staff:

1. Make all physical and business arrangements for all meetings, such as hearings and school visits held by the Council.

2. Prepare agenda for all Council and committee meetings in consultation with the Council or relevant committee chairpersons, and distribute the agenda so as to allow sufficient time for members to prepare themselves for full participation in the meetings.

3. Prepare minutes and reports of all Council and committee meetings, hearings, etc., and distribute meeting minutes and reports.

4. Arrange for a continuing flow to Council members of reports, data, statistics, and other information available from federal, state and local agencies, and organizations which may be pertinent to the deliberations of the Advisory council and the work of its various committees.

5. Prepare and submit all documents and reports as required by state agencies, the U.S. Office of Education and any other federal agencies concerned with the Council.

6. Arrange for and conduct a full range of activities at the state and local levels designed to inform all segments of the public concerning the efforts of the Council in helping achieve improvement of occupational education throughout the state and arrange for full participation of Council members in such activities.

7. Maintain all files, records and mailing lists of the Council and its committees; train and supervise all other staff members of the Council.

8. Develop and maintain cooperative working relationships with staff of all regional, federal, state and local agencies and organizations, including the state legislature and the Governor's office, the National Advisory Council on Vocational Education, and the U.S. Office of Education, whose responsibilities and activities impinge on and have impact on the work of the Council; and arrange for interested Council members to be involved with these agencies and organizations, and vice versa.

9. Prepare and distribute State Council news bulletin if the Council publishes one.

Represent the Council at meetings of various national, state and local agencies, and organizations as requested by the chairperson, either alone or in company with Council members.

10. Maintain close working relationships with consultants employed by the Council and its committees to assure complete understanding and fulfillment of contractual responsibilities.

11. Provide Council members and committees expert assistance based on personal background and continuing professional development, as well as through the utilization of qualified consultants, for establishing goals, analyzing, synthesizing and evaluating pertinent data and programs and preparing

recommendations so that the Council can fulfill its mission and responsibilities.

12. Advise the Council on policy matters and legal requirements as to its operations and relationships with federal and state governmental agencies.

13. Arrange for appropriate writing, publication and distribution of special and legally required evaluation reports of the Council.

14. Facilitate the operation of the Council and its committees by developing schedules and procedures and providing requested suportive services.

15. Provide orientation of new Council members.

16. Provide a member handbook which may include:

-Legislative authority for Council

-Rules and by-laws

-Members: name, address, and telephone number for home and work

-Committees established

-List of key officials of state agencies and organizations

-Annual goals and objectives

-Meeting minutes

-Description of Council reports

-Fiscal operation

In order to receive its federal funds, the State Advisory Council is required to prepare and submit a budget to the U.S.

Commissioner within sixty calendar days after the commissioner's acceptance of the appointing authority's certification of the Council's establishment. After the Commissioner approves the budget, it is provided to the Council's fiscal agent.

Responsibilities of the Fiscal Agent

The fiscal agent is selected by the State Advisory Council from any state or public agency eligible to receive federal funds under P.L. 94-482. The duties of the fiscal agent are:

1. To act as a repository of Council funds;

2. To issue Council funds in payment of vouchers submitted by the SACVE in conformance with the approved budget;

3. To keep an account of the expenditure of Council funds;

4. To conduct an audit of the Council funds at least every two years and send a copy of the audit report to the Commissioner.

All expenditures of Council funds must be in accordance with the budget as approved by the Commissioner. Within ninety days after the end of the fiscal year, the Council must submit a financial status report to the Commissioner.

To protect the fiscal independence of the State Advisory Concil, the law allows the Council to select as its fiscal agent an agency outside the state administration as noted above. To further emphasize this independence, the law provides that the expenditure of Council funds "is to be determined solely by the State Advisory Council for carrying out its functions under this

Act and may not be directed or reprogrammed for any other purpose by any state board, agency, or individual." The only exception to this requirement is the following one provided by the regulations, Sec. 104.95(b):

> Members of the State advisory council and its staff, while serving on the business of the council, may receive subsistence, travel allowances and compensation in accordance with State law, regulations, and practices applicable to persons performing comparable duties and services.

Activities of the State Advisory Council

The activities of the State Advisory Council include advising the State Board on:

1. Five Year Plan: This plan's function is to assess the State's current and future needs for job skills, establish five-year goals for meeting those needs in terms of courses and other training opportunities, and distribution of funds.

2. Annual Program Plan: The annual program plan updates the five-year plan each year, provides new and more accurate data, and changing requirements in funding. Also, it provides an update on the year's planned program for meeting the goals of the five-year plan, and planned funding for the year.

3. Accountability Report: The accountability report outlines the extent the state has achieved the goals for the preceding year and how the funds were spent.

4. Policy Matters of Administration of Programs: The policy matters of administration of programs provides suggestions from the Council (SACVE) based on observations concerning the need for new or changed policy designed to improve effectiveness of state's delivery system. This could involve any of the plans, programs, services, activities and procedures provided.

The State Advisory Council representatives meet with the State Board four (4) times in preparation of the five-year plan during the year. In addition, SACVE must meet three (3) times per year with the State Board in preparation of the annual plan and accountability report.

The State Board has the responsibility for making the final decision on the provisions of the State plan. If the State Board rejects any recommendation made by an agency or representative authorized, it must report these recommendations in the State plan, identifying them as to source, and give the reasons for rejection. Any authorized agency which disagrees with the State plan may request a hearing from the U.S. Commissioner of Education. Then if either the agency or the State Board is dissatisfied with the ruling, it may take it to the U.S. Court of Appeals.

The right to appeal the decisions of the State Board (P.L. 94-482, 1976) alters the role of the State Advisory Council and gives a degree of actual control over the composition of State plans (4).

State Evaluation

Each state is to conduct evaluations of all programs in the state within the five-year plan and make these evaluations available to the State Advisory Council. The evaluations are to be made in terms of:

1. Planning and operational processes such as quality and availability of instructional offerings, guidance, counseling, placement, follow-up services, capacity and condition of equipment, employer participation in cooperative programs, teacher/pupil ratios, and teacher qualifications.

2. Results of student achievement measured by standard occupational proficiency measures, criterion-referenced tests and other examinations of students' skills.

3. Employment success, wage rates, duration of employment, employer satisfaction as compared with performance of non-vocational students

4. Other services to special populations such as women minority groups, handicapped persons, and disadvantaged persons.

SACVE Evaluations

The SACVE is not required to evaluate the entire delivery system of the State (State's responsibility). The evaluation requirement of SACVE falls into two (2) areas.

1. Progress toward meeting the goals set forth in the State plans, and

2. Areas which the SACVE identifies as needing attention.

One successful technique used by SACVE in meeting its evaluative mandate has been the establishment of an evaluation committee with the following responsibilities:

1. Determine and recommend specific themes or programs to be evaluated by the Council during the year,

2. Prepare the year's evaluation activities to involve all Council members,

3. Assign sections of State plan for study in terms of implementation at state and local levels,

4. Meet with and maintain relationships with the State Board, other state agency and advisory committees staffs responsible for evaluating studies in education, training, and manpower development,

5. Obtain reports from these agencies and make their findings available to the Council,

6. Determine the need for and recommend the funding of any special studies to assist the Council in its evaluative role, to be conducted either alone or jointly with other agencies,

7. Prepare the Council's annual evaluation report in terms of format and content,

8. Prepare other evaluative reports if necessary, and

9. Determine the need for employment of staff or consultants to assist the Council interpret, analyze, and synthesize its findings and prepare its recommendations and reports.

Annual Evaluation Report

Each State Advisory Council must prepare and submit to the Commissioner and the National Advisory Council on Vocational Education an annual evaluation report. This report evaluates the effectiveness of vocational education programs, services and activities in the State. The report is submitted to the Commissioner of Education through the State Board with any comments the Board wishes to make. The report must be submitted within 90 days after the end of the fiscal year.

During fiscal year 1977, a committee of SACVE Executive Directors determined a minimal format based on law and accompanying regulations, with flexibility to accommodate the needs of the states. It was agreed that all reports should contain at least the following information:

1. Evaluation of progress in five-year and annual plan,

2. A review of the state's evaluation of vocational education programs operated by local educational agencies or other recipients of federal funds,

3. A review of the analysis of the distribution of federal funds within the state submitted by the state,

4. Identification of the vocational education and employment and training needs of the state, assessment of extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under the Act and

related acts, represent a consistent, integrated and coordinated approach to meeting those needs,

5. Comments on the reports of the State Manpower Services Council, and

6. Make recommendations for improving the State's vocational education programs, services, and activities.

Data From Other Sources

The SACVE uses many sources to analyze data already available. Some of the sources are:

1. State Occupational Information Coordinating Committee (SOICC).
2. State Manpower Services Councils
3. Employment Services Offices
4. Manpower Development Offices
5. State Department of Education
6. Other State offices such as the Bureau of the Budget, Department of Public Welfare, Human Resources Department, Department of Commerce, Department of Labor, Department of Health and Social Services, Economic Planning and Development Offices
7. U.S. Census Bureau
8. Private vocational schools, especially those with job banks.
9. University research departments
10. U.S. Department of Labor

11. Organized labor
12. Chamber of Commerce
13. Regional and local advisory councils
14. U.S. Office of Education
15. Project Baseline
16. Local school districts

There may be difficulty in acquring reliable and valid data. Points of evaluation SACVE use include:

1. Attempts which have been made to coordinate existing data,
2. Reliability and validity of data, and
3. Additional data needs.

If SACVE determines the data to be valid, comparisons could be made between the supply and demand data, if sources are comparable. If not, a coordinated approach is lacking. In terms of coordination with programs sponsored by related acts, the following are among those identified as related acts:

1. Comprehensive Employment and Training Act (CETA)
2. Education of Handicapped Act
3. Vocational Rehabilitation Act
4. Youth Employment Act
5. Career Education Act
6. Adult Education Act
7. Appalachian Regional Development Act (Eastern States)
8. Public Works Capital Development Investment Act

Public Hearing

The State Advisory Council must hold at least one public meeting each year during which the public is given an opportunity to express views concerning the vocational education programs of the State.

This hearing reveals problems unmet needs, and unresolved issues which will assist the Council in formulating recommendations for change. In addition, it provides an opportunity to reveal exemplary programs and activities which might be replicated throughout the state.

Careful planning and promotion must precede the hearing. The members of the Council must be provided with data such as background information about the school system(s), employment and economic problems, population characteristics of the area in which meeting is held. This information can be presented in oral or written form by the staff of the State Department of Education, Employment Service, the Welfare Department, etc., as well as Council members.

Depending upon all the purposes of the public hearing (e.g., information on a subject such as availability, adequacy, and use of finances for occupational education, or utilization of local advisory committees, to uncover general problems or to obtain opinions on the adequacy of State plan provisions for an area) determinations can be made as to who will be invited to testify, time to be devoted, local publicity to be issued, type of

testimony to be solicited, place(s) where the hearing will be held and whether or not a verbatim transcript is to be taken and published.

Local Advisory Councils

The law states that the State Advisory Council is to provide the agency or institution and the local advisory councils advice upon request concerning establishment and operation of local advisory councils.

Following is a list of the provisions of the law concerning the establishment of local advisory councils:

1. The State Board of Education must notify local education agencies and postsecondary educational institutions of their responsibility to establish local advisory councils.

2. Local advisory councils may be established for program areas, schools, communities, or regions - whichever the local education agency or postsecondary educational institution determines bests suits its needs.

3. Local advisory councils are to be composed of members of the general public, especially representatrives of business, industry, and labor.

4. The State Advisory Council is to provide local education agencies, postsecondary educational institutions, and the local advisory councils with technical assistance upon request concerning the establishment and operation of local advisory councils.

5. Local advisory councils are to provide local education agencies or postsecondary institutions with advice on current job needs and on the relevance of courses being offered in meeting such needs.

6. The State Board of Education is to specify to the U.S. Commissioner of Education that funds be distributed in accordance with plans developed in consultation with local advisory councils.

7. The State annual program plan and accountability report is to show the results of the participation of local advisory councils.

Section 104 111 of the regulations provides for the establishment of advisory councils to serve the region in which the eligible recipient is located, and for the joining together of representatives from craft committees to form general local advisory councils. Section 104.111(e) provides that the membership of local advisory councils should have appropriate representation of women and minorities.

Technical Assistance to Local Advisory Councils

The SACVE is required to provide technical assistance in the establishment and operation of local advisory councils only upon request from either the recipient of federal funds which local council serves or from the local council itself.

Methods which State Advisory Councils have used to provide technical assistance to local councils include provisions of:

1. handbooks, slide-tape presentations, or films on structure, function, and operation of local councils

2. local advisory council newsletter

3. special section in regular Council newsletter devoted to local advisory councils, and

4. workshops and conferences

Some of these techniques may be the result of a cooperative effort with many State Departments of Vocational Education. The NACVE has a repository of source leads and materials which SACVEs have used in providing technical assistance to local councils which can be made available to SACVE upon request.

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